

Capacity Building of Civil Servants in Myanmar

A study on General Administration Department under the Ministry of Home Affairs

By

Mary Nan Myint

THESIS

KDI School of Public Policy and Management

in partial fulfillment of the requirements

for the degree of

Master of Public Policy

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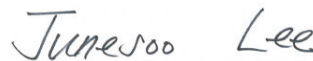
Master of Public Policy

Committee in charge:

Professor Changyong CHOI, Supervisor


Changyong Choi

Professor Junesoo LEE


Junesoo Lee

Professor Taejun LEE


Taejun Lee

Approval as of December, 2016

Abstract

Most of the governments in developed countries emphasized on the capacity development of their human resource to deliver the quality service. Capacity Building trainings are the most effective way to improve the ability and capacity of individuals and institutions, therefore, capacity building trainings should be a part of human resource development plan of any government. It is a means for capacity building training and could contribute to the efficiency and effectiveness of government functions.

Myanmar is on the track of democracy transformation and government officials have to deal with new policies and strategies. The General Administration Department (GAD) is a backbone of the Myanmar administrative system and it performs a role of coordination among the different ministries. Given the complex functions performed by GAD, building the capacity of its officials needs to be given much attention. The, objective of this paper is to explore the basic functions of GAD and the curriculum used in the capacity building trainings of GAD officials. In this regards, primary and secondary data were collected from several sources and, the key needs were identified. This study found out that the curriculums are general task oriented rather than skills to perform the functions of the GAD. Moreover, the lack of the skill gap analysis before training and the lack of the evaluation of the effectiveness of the trainings are the key problems that need to be considered in developing an effective curriculum.

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Acknowledgement

This study is the product of guidance, help and encouragement of a number of people. Firstly, I would like to express my gratitude to my supervisor, Professor Changyong Choi who encouraged me and guided me to accomplish this study. Also, I would like to thank my second supervisor, Professor Junesoo Lee who always encouraged me and gave valuable advices. Without my dedicated professors' support, I would not have been able to accomplish this study.

My heartfelt thanks go to my family and friends back home who always believe in me and are ready to stand by me whenever I need them in person and/or morally. I would also like to express my gratitude to Dr Tin Maung Than for the support and help he gave me to get the information used in this study.

My gratitude equally goes to all my friends in KDI School who are always ready to share their knowledge and experiences during my study in KDI School. Lastly, I would like to thank all my friends and officials from the General Administration Department for their time and participation in this study. I thank all the individuals who help me go through this work.

Chapter 1

Introduction and Overview of the Problem

1.1 Introduction

Myanmar had its first election on the 7th of November, 2010, after twenty years. Following that election, the new civilian government was formed on the 30th of March, 2011. Though it was a controversial election, it brought expected political change for Myanmar. Under the leadership of Thein Sein, the president of Myanmar, the new government took a step towards reformation processes. The president made a speech on reform to improve the management and administrative capacity of the government at the Credentials Hall of the Presidential Palace on 26th of December, 2012. In his speech, in the third stage of the overall reforms strategy, his government will implement strategies to improve the management and administrative performance of government agencies. In order to effectively implement all reform plans, the officials must have necessary management capabilities and expertise. These reforms could not have come sooner, as in townships across the country many citizens had been having problems in dealing with local governments. He also addressed the real situations of the local officials and offices. Local state officials lack the capacity to meet the needs of the local people and to solve the problems that they are facing. Therefore, the government must undertake administrative reforms from the ward/village levels to the union level; only then will good governance and a “clean” government prevail in the country.

It is widely agreed among researchers and scholars that capacity building is essential for development. Even though developing countries are in need of resources, there are other important factors that play an important role in enhancing the performance levels of

organizations in both public and private sectors. The ability to effectively exploit, manage and deploy the existing resources in accordance with established strategic objectives are among those factors (Horton, 2002). Furthermore, according to Browne, this ability is not only about identifying the necessary resources and getting one's hands on them, but it also calls for the establishment of proper incentives and building opportunities for their effective and efficient exploitation. This in turn creates the need for fundamental institutional and organizational reforms and the capacity to control the changes that come with those reforms. The lack of adequate Institutional organization, incapacity of public officials and corruption create substantial limitations on cooperation for capacity development (Browne, 2002).

Since Myanmar is on the track of change towards democracy, the former government had initiated a number of reforms in accordance with the Framework for Economic and Social Reforms. The new government implemented 100 days projects in all ministries. Several international organizations have supported the implementation of this framework. There have also been several capacity building programs with the backing of these various international organizations to improve the capacity of government officials in the last half-decade. General Administration Department (GAD) was one of those organizations that received capacity building training. These are the backbone of Myanmar's administrative mechanism because this department covers all administration levels from national to grassroots. According to the Framework for Economic and Social Reform, there are at least four areas which government should restructure to improve its effectiveness and efficiency. One of them is to pay greater attention to streamlining its administrative procedures and ensuring that regulations and all government operations become transparent and accountable (Government of Myanmar, 2013). In this regard, GAD significantly contributes to this framework. Nevertheless, the original role of

GAD itself has been highly important therefore GAD officials must have high capacities to perform their complex tasks. Many short-term and long-term training had been conducted to improve the capacity of GAD officials. However, there is no evaluation system to analyze the effectiveness of capacity building training. Therefore, there is a need to create evaluation system of capacity building training in order to assess their effectiveness.

1.2 Statement of Problem

Although there is an array of research conducted on the governance system and economy of Myanmar, a limited number of studies have been done on the capacity building training for civil servants. According to Blagescu and Young (2006), improving the capacities of civil servants is intended to strengthen managerial, technical and professional skills in a specific civil service institution. They provide the expediency to organize and sustain the resources in order to accomplish policy formulation and implementation based on the priority of government (Blagescu & Young, 2006). In this regard, this study will identify what kinds of capacity building are provided for government officials to become modern, effective and efficient civil servants, particularly in the General Administration Department. Moreover, the study intends to find out existing link between capacity building trainings and functions of the General Administration Department.

1.3 Research Question

In an attempt to identify the main problem, the researcher constructed the following research questions:

1. What are the main functions of the General Administration Department under the Ministry of Home Affairs?
2. Do current capacity building curriculums meet the capacities of civil servants to perform the department functions?

1.4 Methodology

This study basically uses a qualitative approach to collect and analyze the information used. The collection of data on the functions of the General Administration Department was done using questionnaires, focus group discussion and interviews from key informants. Also, the study employed the secondary data most of which were obtained from the General Administration Department such as statements, reports, and newsletters. The presentation of results and findings is done using a combination of descriptive and explanatory approaches.

Chapter 2

Literature Review

2.1 Introduction

It is generally accepted that capacity building is a main component of human resource management to change the outlook of people and add their values individually. Most governments understand that capacity development is a tool for human resource development and civil service. Frank and Booth found that the skill and knowledge gaps are evils within the civil service. Capacity building then refers to an activity which aims to increase employees' abilities, create enabling environments for appropriate policy and legal frameworks, human resource development and strengthen managerial and institutional development (Frank & Booth, 1999).

This study on capacity building of civil servants in Myanmar aims to respond to the inquiries such as what are the current functions and competencies of the General Administration Department and do current capacity building curriculums meet the required capacities of civil servants to implement the functions of the department.

2.2 Capacity Building Definition and Concept

Various scholars, organizations and authors have defined capacity and capacity building in different ways. Definitions of the terms capacity and capacity building flourish in a variety of literature. According to OECD (Organization for Economic Cooperation and Development), capacity is defined as “the skill, knowledge, experience, management ability required for organizational activities” and it includes “ability to obtain physical and financial resources by the

members.” Cohen (1993, p.2) believes that the term capacity building has been used too broadly and inconsistently to the point where it has lost its analytical power and utility. Cohen claims that capacity needs to be narrowly defined as “individual ability[and] competence to carry out a specific task” and that capacity enhancement must therefore focus on increasing the abilities of specific types of personnel within an organization (1993, p.6). However, this definition does not fully cover the other analytic dimensions of capacity and capacity building: the organizational and institutional levels.

The UNDP (United Nations Development Program) may provide a less controversial definition. According to the UNDP’s definition, capacity refers to the “ability to perform functions, solve problems and set and achieve objectives” and capacity development is “how individuals, organizations, institutions and society understand the current problem and the process required in achieving the development goals.” Therefore, capacity development is very important not only for the individual but also for the institutional development.

2.3 Theoretical Arguments and the Role of Training to the Civil Servants

There is an array of literature and frameworks to identify the capacity of civil servants. Most of the frameworks are based on how people want their government officials to work. According to (The Civil Service Human Resources (CSHR), 2012) which outlines the skills and behaviors expected from civil servants at all levels, competencies are skills, knowledge and behaviors that lead the employee to successful performance. In that framework, ten competencies are highlighted by clustering three high-level leadership behaviors that every civil servant should practice. These come out as three clusters: Setting Direction, Engaging People and Delivering Results. At the center of these three clusters, the civil service values of honesty, integrity,

impartiality and objectivity were put as the heart of the framework. It can be shown in the diagram below.

Figure 1: Civil Service Competencies Framework, the UK



The first cluster is Strategic Cluster: Setting Direction. It comprises of three competencies which are: Seeing the big picture: In-depth understanding about how officials can contribute to achieve the objectives and goals, and how to deliver the greatest value. Changing and improving: More related to responsiveness, creativity, and innovation and seeking out opportunities to have an effective change. Making effective decisions: About effectiveness in decision making in order to develop the ability of setting priority, analyzing and evaluation to provide sustainable outcomes.

The second cluster is People Cluster: Engaging People. This cluster is comprised of three competencies: Leading and communicating: About leadership skill and communication skills, which can support principles and dedication to a diverse range of citizens. Collaborating and Partnering: This competency works to maintain positive and trustworthy working relationships within and outside the civil service to get business done. Building capability for all: About

learning and managing the capacity of each individual and creating a learning and knowledge culture across the departments.

The last cluster is Performance Cluster: Delivering Results. It consists of four competencies. Achieving Commercial Outcomes: Focuses on commercial outcomes which is about having a commercial, financial and sustainable mindset to add. Delivering Value for Money: This involves the efficient and effective economic use of taxpayers' money that means seeking out and implementing solutions with best qualities and effectiveness of least outlay in delivering of public services. Managing a Quality Service: Improving the service quality and taking into account the diverse needs and requirements of citizens. Delivering at Pace: Delivering services by focusing on timely performance with energy and taking responsibility and accountability for quality outcomes.

As a summary of this civil service competency framework, we can see that there are basic capacities for government officials which are leadership, management, effective service delivery, partnership, communication, interpersonal skills, decision-making and conflict management. In other words, it could be a cluster as capacities in planning, capacities in implementation and capacities in monitoring and evaluation.

To achieve the above mentioned competencies in a public organization, capacity building trainings are the most effective option of every government. The basic obligation of the public servants is to operate and guide public organizations and ministries and propose rules and procedures.

As an institution, the government must support the civil servant by creating an environment, which encourages the skill and knowledge improvement while the required

resources are available. For this reason, there must have a flowing capacity building programs to guarantee the efficiency and to reinforce the responsibility given to public institution (Government of Ireland, 2000).

2.4 Results from Related Studies

In a paper published by the Education and Training Program for Capacity Development for Korean Government Officials, it is stated that “before developing training programs for public officials, it is important to analyze and differentiate the ‘general capacity’ required for bureaucrats as trainees, ‘expected capacity’ needed to perform the specific tasks, and the ‘actual task-performing ability’ shown by the present bureaucrats. Based on these prior findings, it is important to assess the difference between actual capacity and expected capacity, decrease the difference by finding the reason, increase effectiveness and efficiency for public management, and thus support accountability in the public sector” (Choi & Choe, 2013, p.18).

In the study of Building Civil Service Capacity in Ethiopia by Gebre Miruts, it comprises that the civil service capacity building is the key stone of government institutions to implement policies and strategies. Then it turns to have a direct impact on the development of the performance of the nation (Miruts, 2014). His study found out that the capacity development programs should be continuous and the application of relevant training was highly recommended.

In the article of Strengthening Human Capital, Jaya highlights that Capacity Building efforts must attend to both the organizational capacity building and also the professional and skill up gradation of individuals associated with the implementation of public projects (Anand, n.d.).

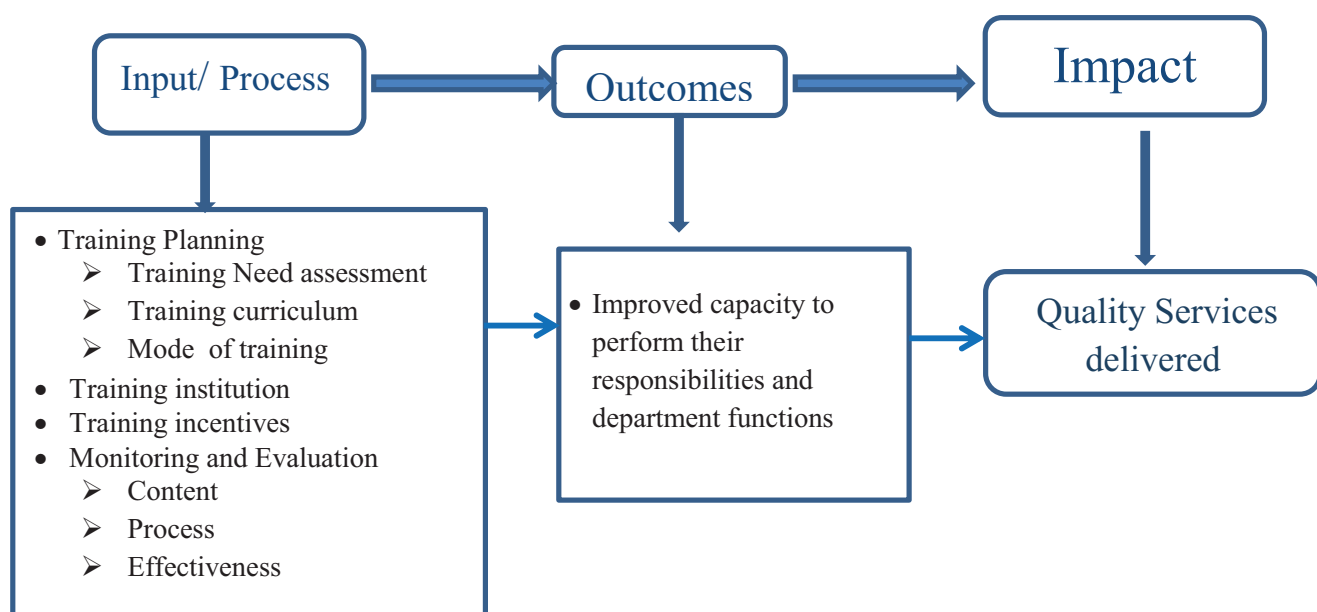
In summary, the capacity building programs are important as a variable to guarantee the quality of a government and effectiveness of the service delivery of public organizations. It also can empower the professional skills and ethics of government officials.

2.5 Gap and focus of this study

Since a few studies had been done in Myanmar on capacity building for civil servants, there is a need to research more in this area. And also there is no significant study on the capacity building trainings of General Administration Department. This study intends to fill this research gap to contribute to the development of human resource in civil service in a corner.

This study only focuses on the current capacity building trainings for mid-level officials of the General Administration Department, which are conducted in the Institute of Development Administration.

Figure 2: The Conceptual Framework



Chapter 3

Overview of General Administration Department

3.1 Background of General Administration Department

Myanmar has existed as a sovereign state for over two thousand years under the monarchy of its kings. In 1824, the British started invading Myanmar. In 1886, Myanmar became a British Colony when Britain annexed the upper Myanmar after the last Anglo-Burmese War. After that fall of Upper Myanmar, the British annexed the whole country on the 1st of January, 1886. From 1885 to 1948, Myanmar was ruled as a British colony. The British allowed some self-administration measures to the ethnic regions outside of the heartland of Myanmar along the lines of Princely States of India. There were three administration periods during the British administration system in Myanmar. They are before the diarchy, diarchy, and ninety-one departments administration. During the diarchy period, Myanmar nationals were allowed to participate in administration system.

Under the Government of Burma Act-1935, the ninety-one-department administration was given to Myanmar Nationals. Burma's government organized ten ministries for the administrative body. Ministry of Home Affairs was one of those ministries and General Administration Department(GAD) was under the MOHA. The head of the MOHA was the secretariat of the state and was responsible for the functions of GAD.

On the 4th of January, 1948, Myanmar regained independence. According to the Constitution of 1947, the union of the Myanmar was constituted as Myanmar Proper and four states of Shan, Kayah, Karen and Chin Special Division and eight divisions after gaining

independence in 1948. In this parliamentary period, the head of the state in Myanmar was the president of the Union. At the time of the Union government, the executive Civil Service of the Union Proper was administered by the Ministry of Home Affairs, and the executive service of the state which handles the concerns of the government. The machine for giving effect to the policies of the government consisted of the secretariats, directorates, the service and various more or less autonomous agencies known as corporations, boards of councils. The General Administration machinery was mostly based on the former British administrative system by some modifying the Secretariat Manual prescribed on the 15th March, 1941.

As in the later days of British rule, the secretaries held high positions to the Union government in each ministry. If a minister held two or more portfolios, there was a high official of the secretary to the union government to the ministry. The Secretary of Home affairs held a primacy as Chief Secretary. The secretary a Foreign Affairs and Defense Affairs were distinguished as permanent secretaries because they were intended to specialize permanently in their own subjects.

The Democracy Local Administration Law was enacted in 1953 in which the democracy administrative power was vested and experimented in within ten districts. In 1955, the General Administration Department was established under MOHA and Secretariat supervised the department. The objective of department was to transform the administrative machinery and to improve and promote the efficiency and effectiveness of Administrative Officer in implementing the government policies (Ministry of Home Affairs, 2010). The chief secretary post was reorganized and as the prime minister's office in 1957. Thus, the Secretary for Home Affairs became the head of the general administration of control level.

On March 2nd, 1962, the Revolutionary Council took over the state's responsibilities and formed the Revolutionary Council Government. It abolished the parliament in March, 1962. In May, 1962, the Ministry of Home Affairs formed the Central Security and Administration Committee so as to implement the state security and administration plan. The Central Security and Administration Committee under the Home Affairs Department was transferred to the office of the chairperson of the Revolution Government from the 12th of June, 1963. The Revolutionary Council viewed the bureaucracy administration machinery as a safeguard to the interests of capitalism. This council only focused on the maintenance of peace, failing to create any economic opportunities for Myanmar. In March, 1974, the Revolutionary Council reformed the MOHA as the Ministry of Home and Religious Affairs comprising the MOHA, Ministry of Democratization for the Local Administration and the Local Boards, Ministry for Immigration and National Registration Affairs and the Ministry of Religious Affairs. The GAD was also reorganized under the MOHRA.

In January, 1974, the constitution of the Socialist Republic of the Union of Myanmar was rectified. According to the Constitution, the cabinet became the highest body to implement a policy laid down by the parliament and the State Council (People's Council). All the ministries and departments were formed under the cabinet. The director-general of the cabinet office served the staff work of contracting, coordinating, directing and supervising the officials from the respective departments and local organizations. The People's Council was formed in each state, division, township, ward, and village tracks. It was run with people representatives. The General Administration Department Offices were assigned to the office of respective people's councils and executive committees. In this regard, in this People's Council era, the General

Administration official had to carry out not only the work for the GAD but also the staff work of those committees.

In order to maintain political stability, the State Law and Order Restoration Council emerged on the 18th of September, 1988. It was formed with nineteen members. From Declaration No.1/88 a Cabinet was formed consisting of nine members. According to the internal letter number 7/93 dated on the 30th of October, 1988, reffered 174 employees to the State Law and Order Restoration Council Office. One hundred and forty employees serving at the State, Regions and Township People's Council went back to the General Administration Department under the Ministry of Home and Religious Affairs, along with all the employees serving in self-administration zones and special zones on the 1st of November, 1988.

On the 7th of November, 1988, the government of the Union of Myanmar reorganized the general affairs department under the Ministry of Home and Religious Affairs by the declaration No.4/88. According to the Declaration No. 5/88 of the State Law and Order Restoration Council dated 20 September 1988, the officers at different positions within the general administration department served as the members of the different levels of the Law and Order Restoration Council.

Between 1992 to 1997, the government implemented certain reforms toward the transition of a well-disciplined democracy. The government has been engaged in the transformation of the current administration system into civil administration where public service personnel could undertake their responsibilities by existing civil rules and regulations. Furthermore, township GAD officers had been assigned as chairman of the respective township LORC and according to the declaration No.14/92. From 1993 to 1996, the General Administration Department trained its

officers by providing two months of refresher courses at the Central Public Service Institute. Five cohorts of administration officials had completed the course.

On the 15th of November, 1997, the Law & Order Restoration Council was reformed as the State Peace and Development Council. The goals of the State Peace and Development Council are for the emergence of disciplined influence on the democratic state and peaceful modernization towards becoming a developed nation. To support the new administrative machinery, the Ministry of Home Affairs took certain necessary steps in bringing the security of the state, the prevalence of law and order, community peace, and public interest. At the same time, the ministry was implementing its long-term plan of raising the moral ethics, continuously training the staff, raising the social welfare of the staff, and practicing proper administrative systems towards consolidation of the administrative machinery of the state.

In the meantime, the General Administration Department managed to open a training center in order to enhance the work efficiency of township and district administration officers. Moreover, the senior officers at the level of assistant director and above were also provided with efficiency enhancement courses at the central training school of Myanmar's police force under the Ministry of Home Affairs.

In 2008, the Constitution of the Republic of the Union of Myanmar was ratified. According to the Article 260 of the Constitution, the Head of the General Administration Department of the state or region is ex-officio secretary of the region or state government concerned. The General Administration Department of the State or Region is the office of the State or Region Government concerned and the head of the GAD is the secretary of the State or Region Government. Article 287 states that the Head of General Administration Department of

Naypyidaw is ex officio the secretary of the Naypyidaw Council. The GAD office of Naypyidaw is the office of Naypyidaw Council. Moreover, Article 288 and 289 shows that the administration of district and township level shall be assigned to the Civil Servant personnel and administration of ward or village tract shall be assigned in accordance with the law to a person whose integrity is respected by the community (Constitution of the Republic of the Union of Myanmar, n.d.).

3.2 Functions of the General Administration Department

At present, the GAD is under the Ministry of Home Affairs with four objectives, which are prevalence of law and order, community peace and tranquility, regional development and strive in the interest of the people.

The GAD is implementing the eight main functions of the department, which are land administration, excise administration, tax collecting for particular tax (four kinds of tax), structural settlement, rural development, formation and registration organizations and associations, conferring honorable titles and medals, and functions on restriction of transferring the immovable properties (GAD Boucher as cited in (Kyi Pyar Chit Saw & Arnold, 2014)).

Since the department is vital to the state, the GAD officials must have the capacity to serve their complex tasks. There were seven divisions to implement the GAD functions. They are (1) Administration, Personnel Affairs and Logistics Division, (2) General Division, (3) Land, Excise and Revenue Division, (4) International Affairs Division, (5) Budget and Account Division, (6) Training and Research Division, and (7) the Institute of Development Administration which is located in Mingaladon Township, Yangon.

The training and research division was established in 2003 and is responsible for training and arranging staff to receive the training from Union Civil Service Board and other ministries. The training and research division is responsible for capacity enhancement of GAD officers and functions of the department with the four objectives: The Training and Research Division functions to achieve the objectives of the division. Ten functions of the Training and Research Division are to train the personnel for capacity development, to conduct seminars and workshops, to provide necessary guidelines, arrangement and to direct and supervise six- monthly examinations of the personnel, to compile and design the curriculum development of training courses, computerize data and information, conduct research for the development of institutional capacity, maintaining the libraries and develop them, serving for the selection of scholarships abroad, inspect and direct the subordinate offices and collect the data and information related to administrative, economics and social sectors.

The Institute of Development Administration was established under the Training and Research Division in July 2003. It was under the management of the division until 2013 and then it became a headquarter division while training and research division is still responsible for developing curriculum and organizes the trainings. There are three objectives in IDA. The first objective is to train and improve administrative personnel who promote the effectiveness and efficiency in building peaceful modern developed democratic state. The second objective is to train and upgrade the capacity of leadership, administration and management of the GAD officials in accordance with international standards. The last one is to train and research to achieve the four objectives of GAD and to implement the functions of the GAD. The IDA offers several trainings mainly for mid-level officer: the GAD officer Grade 1, Grade 2 and 4/5 while providing some short courses for clerical staffs.

3.3 Capacity Building Initiatives in General Administration Department

After the British occupation, the British civil service system was introduced. Most of the Civil Service officers were Indian Civil Service (ICS). The first training program for these officials was carried out at Fort William College in Calcutta in 1800. At this college, they organized the training for three years programs. In 1806, the training programs were redesigned as two years at Haileybury College. The Oxford and Cambridge University held training programs for ICS starting from 1854. Prescribed subjects for the course were General Administration subjects related to careers, dialects of ethnic nationals, law, and history.

In 1926, the British government established a training school in Meikhtila to establish the machinery of colonial administration firm and to assist the Civil Administration. However, the school could not carry out its activities temporarily because of war and the political situation. In the period of British administration, some Myanmar nationals were given the opportunity to serve as civil servants in lower positions.

During the Japanese occupation, after World War II, Civil Service personnel training programs were conducted at the Teacher Training School in Yangon in 1943. The training of civil service personnel was continued after Myanmar regained its Independence. The public administration department was established and Civil Service College was also formed as one of its division under the MOHA in 1956. Pre-service training for administrative officials and in-service training for clerical staffs from the secretary and refresher course were conducted at the college.

On the 1st of January, 1965, the Institute of Public Service started functioning after abolishing the public administration department and Civil Service College. It was formed under the direct

administrative authority of the MOHA. The institute conducted the training not only for the administrative officials but also for the officials and clerical staffs of various ministries and departments. During the period from 1964 to 1984, Aung San training courses were provided for GAD Grade 1 Officers in the Central Institute of Civil Service for eight months to one year. In 1999, the SPDC revised the Aung San's training course and conducted it again. In the meantime, the officers were provided short refresher courses. From that time to present, the CICS and the IDA provided the capacity building trainings for GAD officers.

3.4 Trainings and Curriculums

Aung San Training Courses (1964 to 1984) and (1999 to 2005)

Generally, the objectives of the Aung San Training courses were to empower the knowledge related to the policy, principles and procedures of the Socialist Economic System; to be able to implement efficiently and effectively for achieving its goals and to train the Socialist Democracy practices. The officers could perform in their position only when they had completed the courses. There were five main subjects in the one year Aung San Training course: political science, economics, constitutions and laws, public administration, social science and basic military know-how.

The political science subject covered Myanmar Socialist program, world history, Myanmar's history, political concepts, economic theories and organizational views. Lectures also covered constitutions and laws related to the functions of People's Council in the course. The economics subject consisted of national economic plans, geo-economics, cooperative sectors, livestock

breeding and agriculture. In the public administration subject, it included administration, financial management, financial regulation, budget and accounting, development affair banking, loans, management and statistics, and staff duties. The worker affairs, farmer affairs, personnel affairs, public relation, public health and education were provided within the social science subject. The military “know how” included drills, small weaponry training, individual tactics, section tactics and reading maps. (Annex A, Table 1)

After the 1988 student revolution, the Central Institute of Civil Service could not provide Aung San’s Training Course until 1998. From 1999 to 2005, during the SPDC era, the revised fourteen week Aung San trainings were provided for GAD officers. The course contained political science, management skills, economics, social science, law, military “know how”, duties and functions of the GAD.

Under the political science, it covered world history, world political concepts, national and party politics, Myanmar’s independence strike, Myanmar’s history and military role, emergence of the SPDC, the SPDC’s endeavor, multi-party system and civil service role for political objectives, management skills and theories, leadership, office management, personnel administration and budget control. In the economics subject, the topics were economics objectives of the SPDC, planning, economic theories, development theories, statistics, agriculture, livestock breeding and cooperative. In addition, current economic status of Myanmar and foreign investment were also provided.

Under the social science subject, it included four social objectives, social organization, social relationship, social relationship and human resource development as lectures. The constitution, Myanmar judicial system, special law, criminal procedure code, panel code, evidence law,

military laws were under the laws subject. In military "know how", national security and defense policy, drills, small weapon training, firing training, individual tactics, and short range penetration training were trained.

The later trainings were included the subjects about e-government and ICT skills. In some trainings, there were also English training was included as a subject. These Aung San trainings in CICS were one of the regular courses for GAD officers to improve their knowledge, skill and attitude of the civil servant.

Current Training Courses for GAD officials in IDA

As mentioned in above, in 2003, IDA became a channel to achieve the efficiency and effectiveness of administrative officials through its training which contribute the skill and knowledge of GAD officials. The IDA trainings are mostly intended to empower the mid-level officers of the GAD especially for Officer Grade 1, Grade 2 and Grade 4/5. The structures of the curriculums are varying by trainings. Generally, there are three major trainings and refresher trainings. According to IDA booklet, the major subjects comprise as

political science, administration, economics, law, state security, English, national defense, natural disaster prevention and rehabilitation, subjects relating to gad functions, civil servant rules and regulation, and functions of an administrator and its office functions. (See Annex 5)

In the table 1, it consists of the ratios of the content by trainings

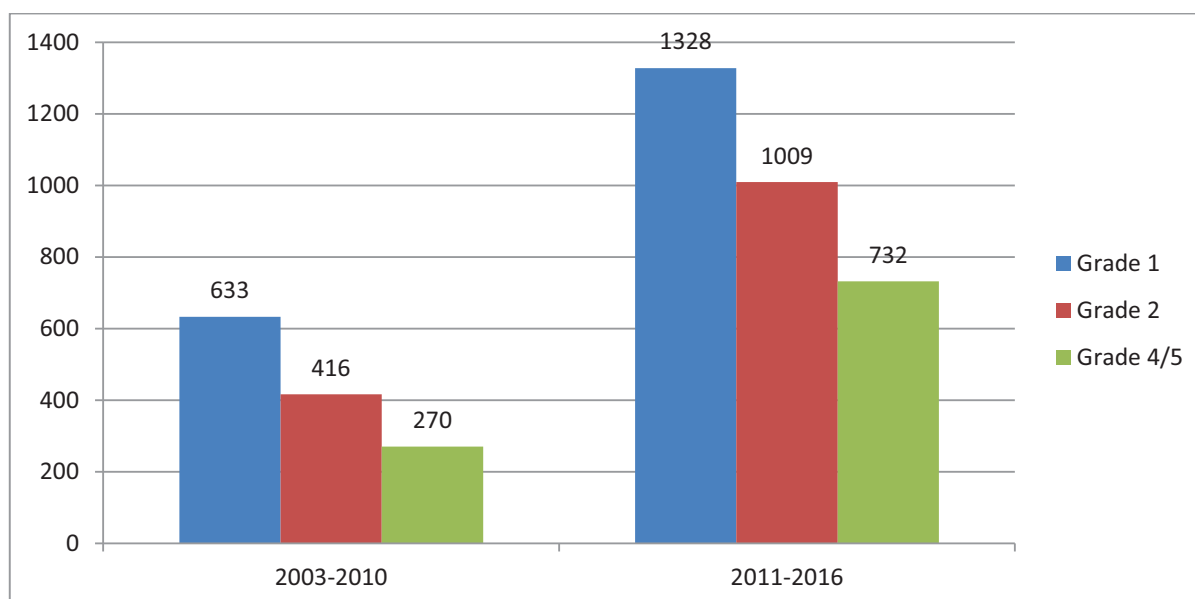
Table 1: Contents Ratio by Course

Training	Departmental Subjects	Subjects related Ministries	External Lectures	Workshops and Excursion
Job orientation Training for Grade 1 and 2	60%	20%	10%	10%

Officers					
Initial Job orientation Training for Grade 4 /5		20%	50%	20%	10%
Refresher Training		30%	30%	30%	10%

Source: Opening speech by Director of IDA on /2016

Figure 3: Comparison of GAD officer who received the trainings



Chapter 4

Finding, Analysis and Discussion

This chapter presents findings obtained from the respondents interviewed and from focal group discussion. Also, it comprises of the analysis of secondary data from the General Administration Department.

4.1 Profile of the respondent group

4.1.1 Respondent by Gender

Gender	Frequency	Percentage
Male	27	87
Female	4	13
Total	31	100

A total of thirty-one officials were interviewed and 87% of the respondents were male and only 13% were female. According to the marital status, 81% of the respondents were married and 19% were single.

4.1.2 Respondent by Marital Status

Marital Status	Frequency	Percentage
Single	6	19
Married	25	81
Total	31	100

4.1.3 Respondent by Position

Position	Frequency
Deputy Director General	1
Director	2
Deputy Director	3
Staff Officer (Trainers)	5
Staff Officer	20
Total	31

4.2 Findings, Analysis and Discussion

Two major questions were asked to the respondents concerning the objective of the training in order to determine whether the trainees are aware of the purpose of the trainings and whether or not they are able to evaluate the usefulness of the program.

4.2.1 Do you know the objectives of the training?

Respondents	Yes	No
Staff Officer (Trainers)	5	
Staff Officer	16	4
Total	21	4
	84%	16%

This result shows that all the trainers knew the objectives of the training. Also, eighty percent of the staff officers who received the training know the objective of the training while the other twenty percent do not know the objectives of the training.

4.2.2 Do you think the trainings meet its objectives?

Response	Frequency	Percentage
Yes	21	84%
No	1	2%
I don't know	3	12%

According to the result from this question, majority of the respondents (84%) think that the training meets its objectives while two percent of respondents think that it does not. On the other hand, twelve percent of the respondents do not know if the training meets its objectives or not. The respondents who are unable to make an evaluation of the training outcomes are mostly those who from the beginning did not know the objective of the training.

Training objective is one of the most important aspects of the training, which guides the whole training process so as to achieve its goals.

Even though the trainers and most of the respondents answered that they are aware of the objectives of the training, they only know the general objectives of the IDA. One of the trainers is quoted thus,

“Since our IDA objectives are to train to become a good administrator, a good staff officer and a good trainer, we train our officer to perform their duties and responsibilities well”.

It shows that the trainers are only aware of the general objectives of the trainings of IDA. Therefore, the objectives of specific training programs are not known even to the trainers themselves who are expected to pass it down to the trainees.

The second category of questions relates to the significance of the training with regards to the performance of roles and responsibilities of the officials.

4.2.3 Do you think the training help you to perform your duties and responsibilities?

Response	Frequency	Percentage
Yes	31	100
No	0	0
I don't know	0	0

This result shows that all the respondents (100%) of the GAD officials believe that the training helps them to perform their duties and responsibilities. This was confirmed in a focus group discussion with GAD's officers as quoted below,

“All of the trainings are useful though there are some difficulties to apply all the knowledge they learned from the trainings.”

They equally added that such trainings will be more useful and effective if they have efficient training schedules and an enabling environment to explore their knowledge and skills.

4.2.4 Do you have any evaluation system for contents and process of the trainings?

Response	Frequency	Percentage
Yes	31	100
No	0	
I don't know	0	

All the stakeholders of the trainings attested to the fact that there is an evaluation system for the content and process of the trainings.

There is an immediate training evaluation system at the end of all trainings based on written training evaluation form (Figure 4). It is an immediate training evaluation form to evaluate the trainers' skill, teaching learning materials and logistics of the training. However, this evaluation does not reflect the usefulness of the training in their work.

According to the study on the capacity building and training by Professor Jaya, even though the course end evaluation on training showed that the trainings are effective and contribute to overall improvement, there is a drawback and it cannot reflect the result of the training. The drawback of the course end questionnaire is that the participants evaluate only the trainers, the skill of the trainer, teaching learning materials and infrastructural facilities. There is no mechanism to evaluate the effectiveness of training whether they learned the intended lessons or the trainees have acquired the necessary knowledge and skill as stated in the training objectives. To this effect, it is suggested that the official should be evaluated after the training to see whether the learning was effective or not (Anand, 2007).

Figure 4: Immediate Training Evaluation Form

ပြည်ထောင်စုဝန်ကြီးဌာန
အထွေထွေအုပ်ချုပ်ရေးဦးစီးဌာန
အုပ်ချုပ်ရေးပညာဖွံ့ဖြိုးမှုသင်တန်းကျောင်း
သင်တန်းနှင့်ပတ်သက်၍ အကဲဖြတ်အကြံပြုချက်

ချက်။ အကဲဖြတ်ချက်ကို သက်ဆိုင်ရာစက်ဝိုင်းစိတ်အတွင်း (✓) အမှတ်အသားပြပါ။

ရည်ရွယ်ချက်

စည်းကမ်း

သင်တန်းသုံးပစ္စည်းကိရိယာများ

စာအုပ်စာတမ်းဖြန့်ဝေမှု

ဘာသာရပ်ပို့ချမှု

ကိုယ်တိုင်ပါဝင်ဆောင်ရွက်ခွင့်အုပ်စုလုပ်ငန်း

သင်တန်းနေ့ထိုင်စားသောက်ရေးအစီအစဉ်

ချိန်ကိုအကျိုးရှိရှိအသုံးပြုမှု

အကြံပြုချက်

အုပ်ချုပ်ရေး။

လေ့ကျင့်သင်ကြားရေး။

အထွေထွေ။

Source; Institute of Development Administration

Translation of the Immediate Training Evaluation Form

Ministry of Home Affairs

General Administration Department

Institute of Development Administration

Feedbacks and Evaluation Form

Date:-----

Name:-----

Mark (✓) your feedback in the appropriate area.

The diagram is a circular feedback form. It consists of three concentric orange rings centered on a point. Eight blue lines radiate from this center to the outer edge, dividing the circle into eight equal segments. Each segment is labeled with a training component in a rectangular box: 'Objectives' (top-left), 'Discipline' (top-right), 'Training Material' (right), 'Document Distribution' (bottom-right), 'Lecturing' (bottom-right, below Document Distribution), 'Participation in Group Work' (bottom-left), 'Time management' (left), and 'Logistics' (top-left, above Objectives). Within the concentric rings, there are three horizontal labels indicating the quality scale: 'Good' in the outer ring, 'Fair' in the middle ring, and 'Bad' in the inner ring, all aligned with the vertical line separating 'Objectives' and 'Discipline'.

Administration:
Training and Teaching:
Other:

The next information was obtained on the monitoring and evaluation input of the training programs.

4.2.5 Do you have the monitoring and evaluation system of the effectiveness of the training?

Response	Frequency	Percentage
Yes	0	0
No	29	
I don't know	2	

According to the results obtained from this question, ninety-four percent of the respondents believe that there is no monitoring and evaluation system of the effectiveness of the training while the other six percent do not know whether there is a monitoring and evaluation system or not. Moreover, according to the director of the IDA, there is no evaluation system to measure the effectiveness of the capacity building training whether the lessons are effectively learned or the trainees acquired the expected capacities.

“We need to know what our trainees need so that we can adopt the most effective way of teaching. Also, we can modify the most effective curriculum for our staff”.

The trainings are very costly and constitute a huge investment for the organizations and the government. therefore, the trainings need to be effective so as to achieve the sustainability and improvement of human resource development in long run. Hence, the evaluation of the effectiveness of the training is important in terms of balancing the cost and benefits of the training. On the other hand, it helps to improve the quality of the training and skills of the trainers while highlighting the strength and weakness of the training (Karim, Huda, & Khan, 2012).

4.2.6 What would be the strength and weakness of the training programs?

Strength	Weakness
<ul style="list-style-type: none"> • Can easily access departmental documents. • Invited instructors from universities have been given lectures which have updated the knowledge of department staffs thereby making them more performant. • The trainees have a chance to share knowledge, information and experience with each other. • Become aware of job producers and have a chance to have discussion on it. • Received the wider network to share the work experiences. • As the coverage is general, documents and further references are provided and guided for self-study. 	<ul style="list-style-type: none"> • The whole curriculum could not be completed due to time limitation. • No internet access to search the articles • The absence of prior sensitization makes trainees not to be adequately prepared for the training. • Also, the trainees are not able to make an appraisal of the training since they are not well informed of the specific objectives of the training

Trainings were organized based on the political situation and the needs of GAD. Results from the interview show that there are some strengths as well as weaknesses of the trainings. Training schedule is rigid and full of lectures thereby allowing no free time for individual or group exchange discussions. Also, the training could not cover the whole curriculum due to the time constraint since the trainings are only between four weeks to eight weeks. The Director of IDA also mentioned that,

“The trainers are recruited as a volunteer based three years term. This is one of the weaknesses for the institute to improve the quality of the trainings.”

However, trainees expand their knowledge and network during the training which permit them improve the quality of the services they provide. In the interview with the Director of Mandalay Regional government, he mentioned that,

“I am really satisfied with my staff officers’ performance after the training because their knowledge about the department had improved and they got a clearer understanding of their task.”

The Deputy Director General of GAD, Mandalay Regional Government highlighted some strengths and weaknesses of the trainings in an interview with him, *“GAD is taking a coordinating role in the government. Staff capacity building is very important for us. All the civil servants need to attend the respective training according to their position. In GAD, we only consider the promotion after the officers have received the required training. We need to promote IDA to become a graduate school since administration is wide and complex to learn in a few weeks.”*

4.2.7 Training Curriculums and Mode of Trainings

According to Table 1, the curriculum for GAD grade 1 officers in IDA was structured with 47% of lectures, 14% of practice sessions, and 38% of discussion.

According to Table 2, the curriculum for GAD grade 2 officers in IDA was structured with 64% of lecture, 19% of practice and 9 % of discussion.

According to Table 3, the curriculum for GAD Grade 4/5 officers in IDA was structured with 87% of lecture, 13% of discussion and there is no practical session for this course.

Courses are organized with the highest ratio of lectures along with practice sessions and discussions. The training periods are very rigid following the subjects, which are included in the curriculum. According to IDA booklet, the major subjects comprise of political science, administration, economics, law, state security, English, national defense, natural disaster prevention and rehabilitation, subjects relating to GAD functions, civil servant rules and regulation, and functions of an administrator and its office functions. (See Table 5)

The contents of the curriculum are mainly focus on the task run by the mid-level officials. The training schedules are quite stiff. All the trainees have to wake up at 5:30 am and daily routine includes physical exercise, taking oath in front of the flagpole, and regular classes will begin at 8:00 am until 15:30 pm. In the evening, there will be physical exercise again and night study session, which will end at 22:00 pm.

Political Science and state policy directives comprise of two parts: political science and international affairs for the background understanding of the main functions of the department and policy directives of current political situations. This subject topic, however, does not consist of theory and concept of political science. It is structured with standing functions of the GAD in every level.

Administration and Management is one of the core subject contained in the curriculum. It comprises of skill sets and knowledge related to administrative system. This subject contains wide knowledge and concept of administration and regional development, which should need to have sufficient time and schedule for these topics. Leadership and management skills are essential for mid-level officers who are in charge of the department in the respective areas.

Though this Administration and Management subject covers both skills and knowledge, there is a need for more understanding of administration theories and case studies from different countries.

Coordination between the ministries is one of the important roles of GAD. Discussions and Lecture from the related Ministries and subordinate departments are offered in the curriculum. These discussions and lectures help the GAD officers to understand about the functions of the ministries and departments. It helps to better the coordination process between the ministries and subordinate departments. Since the subject focuses only on the knowledge, the skill part is missing. Since the GAD is taking a coordination role, this subject should offer a skill set for coordination among the different organizations.

Most of the subjects in the curriculum comprise mainly of general knowledge and functions as well as the tasks. A little of skill building topics are offered in the curriculum. The GAD officers are playing a complex role in the district and township level. There is the obvious need of skills and capacity related to their duties and responsibilities, which are set to implement the functions of the department to achieve its objectives. Since the curriculum does not permit to acquire the capacities which are required to perform their tasks and functions, a proper review of the curriculum will be needed.

Lastly, there is the lack of need assessment (or) for capacity building for GAD officer. A consensus need assessment is fundamental to develop an effective curriculum. An evaluation system of the effectiveness of the capacity building trainings and curriculum needs to be established in the department in order to modify effective curriculum and capacity building programs.

Chapter 5

Conclusion and policy recommendation

5.1 Conclusion

Most of the governments in developed countries emphasized on the capacity development of their human resources so as to deliver high quality service. Capacity Building trainings are the most effective way to improve the ability and capacity of individuals and institutions, therefore, capacity building trainings should be a part of human resource development plan of any government. It is a proof of the importance of capacity building training and that could lead to the efficiency and effectiveness of government functions.

Since 2010, the new government of Myanmar emphasizes on the capacity development in public sector particularly in the General Administration Department. However, there is improvement in the numbers of trained officers since then. The GAD has made considerable efforts on the capacity development of its department officers. In order to improve the capacity of GAD officials to accomplish their task and functions in the department, training programs should be considered as priority actions.

In this descriptive study, it was realized that there is a missing link between the functions of the GAD officials and curriculums which are prepared for the capacity building trainings. This study found out that the curriculum is general and task oriented. There is also emphasis on knowledge related to department functions rather than skills to perform the functions.

The key needs identified are to review the curriculum against required competencies and update the IDA's knowledge resources to meet international practices. There is also a need to provide training-for-trainers to support field staff. Lastly, there is a need to move towards training that is more about problem solving and task management, especially using case studies, rather than the current curriculum, which over-emphasizes protocol and doctrine. Moreover, the lack of the skill gap analysis before training and the lack of the evaluation of the effectiveness of the trainings are the key points to consider in developing an effective training curriculum.

5.2 Policy Recommendation

Given the pace of change and the new government initiatives are affecting local governance demands, there is a pressing need to strengthen the joint training of subnational administrators to perform new tasks and mandates resulting from the new government. The IDA has capacity gaps, especially regarding materials, but also regarding the curriculum. Teaching learning materials are limited in the Institute. Since capacity of the GAD officials is a vital component to perform the functions of General Administration Department, the organization of curriculum should be favorable to fill the capacity rather than the tasks.

GAD should recruit the permanent lecturers instead of 3 years basis volunteer based recruitment. In order to promote the capacity of the IDA, the lecturers should be trained and qualified in related subjects. The training programs should be organized based on the needs of the officials, which are found out from a consensus assessment or research. An impact evaluation system of the capacity building programs is strongly recommended.

The institution's library is in need of quality Myanmar language teaching and learning materials. Moreover, the current curriculum needs to be reviewed to ensure that it is less general and more geared towards the specific knowledge and skills required by GAD officials.

Further, training methodologies need to be considered to encourage critical thinking and a general attitude to the involvement of local stakeholders. Likewise, there is a need to improve the technical skill sets for mid-level officials as they respond to increasingly complex tasks.

Furthermore, sensitization should constitute an integral part of the training program to create awareness on the objectives of each training program as well as the expected outcomes. This will help both the trainees and the trainers to better prepare and have a good understanding of the program as well as permit them to be able to make a post training evaluation.

The General Administration Department also needs to develop both their institutional capacity and their human resources to meet the service aspirations of citizens.

GAD should strengthen the network of human resource managers in the capacity building sector for the exchange of knowledge and information to improve personnel capacities in the department function.

Establish a platform to promote closer interaction between GAD officials and staff in charge of public service delivery in other ministries; and propose policies and strategies to improve the management of human resources and capacity building programs;

Strengthen the links and networking between officials responsible for capacity building programs in the GAD and counterpart in the public sector development institutes, training providers and key players in the development of professional capacities.

5.3 Limitation of the Study and Future Research

In this study, the key informant interview and group discussions were conducted with a limited number of GAD officials who are the stakeholders of capacity building trainings. This was due to time constraint, limited resources, and the lack of prior information and collaboration. Moreover, this study was able to collect the data only on selected training courses offered by the Institute of Development Administration. Given the fact that the capacity building program is broad and comprises of many stakeholders, a broader research work is recommended with the collaboration of respective ministries and departments. There are many other factors, which affect the capacity and performance of civil servants in different forms. These factors are also considerable to achieve the sustainable capacity development of civil servants. Therefore, the factors affect the capacity of civil servants would be a recommended topic for future research.

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Tables

Table 1: General Administration Department Officer Grade (1) course

SN	Subject	Lecture	Practice	Discussion	Total	Ratio
1	Political Science	43		2	45	8
2	General Organs Lectures	14			14	3
3	Ministry of Home Affairs	32		24	56	10
4	Public Administration	19		15	34	6
5	Administrative Ethics	12		13	25	5
6	Central Economic and Social Organizations	22		2	24	4
7	32 ministries lecture	32		52	84	15
8	Rule of law and legal Knowledge	19		13	32	6
9	Administration and National Defense	29		3	32	6
10	Computer training (e-Government, Internet and email)	14		36	50	9
11	English	14	36		50	9
12	Presentation and Group Discussion		20	30	50	9
13	Other		20	14	34	6
	Total	250	76	204	530	100
	Ratio	47	14	38	100	

Source; Curriculum, Institute of Development Administration, 2006

Table 2: General Administration Department Officer Grade (2) course

SN	Subject	Lecture	Practice	Discussion	Total	Ratio
1	Political Science	16		4	20	6
2	Administration and Management	119	3	26	148	42
3	Economics	16			16	5
4	Social Science	26			26	7
5	Laws	12			12	3
6	National Security and Defense	8			8	2
7	Presentation and Group Discussion			20	20	6
8	e Government and English	8	62		70	20
9	Other			30	30	9
	Total	205	65	80	350	100
	Ratio	59	19	23	100	

Source; Curriculum, Institute of Development Administration, 2006

Table 3: General Administration Department Officer Grade (4/5) course

SN	Subject	Lecture	Practice	Discussion	Total	Ratio
1	Political Science	22			22	6
2	Administration and Management	149			149	43
3	Economics	16			16	5
4	Social Science	18			18	5
5	Laws	26			26	7
6	National Security and Defense	19			19	5
7	Presentation and Group Discussion			20	20	6
8	e Government and English	16		26	42	12
9	Other	38			38	11
	Total	304	0	46	350	100
	Ratio	87	0	13	100	

Source; Curriculum, Institute of Development Administration, 2006

Table 4: Training Contents by Major Subjects

No.	Subject	Contents
1.	Political science and State Policies and Directives	a). Political Science <ul style="list-style-type: none"> • Union Government's law and functions • State/Region Governments' Law and functions • State/Region <i>Hluttaw</i>'s law and functions • Naypyitaw Council's law and functions • Self-administrative area's law and functions • Good governance and clean government b). International affairs <ul style="list-style-type: none"> • Current international affairs • Myanmar and ASEAN • International relation laws
2.	Administration and Management	<ol style="list-style-type: none"> 1. Leadership and management 2. Different administrative systems in Myanmar 3. Leadership and five principles 4. Public administration 5. Human resources development 6. Regional development
3.	Lectures from departments and forces working under the Home Ministry	<ol style="list-style-type: none"> 1. Lecture from the Ministry 2. Myanmar Police Force 3. Special Investigation Department 4. Prison department 5. GAD and functions given upon to it by other ministries 6. Four duties of Building-up
4.	Border Area and Ethnic Nationalities	<ol style="list-style-type: none"> 1. Border Area and Ethnic Nationalities

5.	Law and duties given upon to GAD officers according to Home Ministry's Order No. 2/89	1. Law and duties given upon to GAD officers according to Home Ministry's Order No. 2/89
6.	National Level Social and Economic Organizations' functions	<ol style="list-style-type: none"> 1. Myanmar Finance and Banking 2. Economic planning and GDP 3. Myanmar National Human Rights Commission 4. Myanmar Federation of Women's Affairs 5. Myanmar Maternal and Child Care Association 6. Myanmar Veteran Association 7. ICRC 8. ILO 9. UNICEF 10. UNDP
7.	Rule of Law and Legal Affairs	<ol style="list-style-type: none"> 1. 2008 Constitution 2. Relationship between administration and judiciary affairs 3. Union court procedure 4. Union attorney general office 5. Criminal code and procedural law 6. Special and general laws; Evidence law 7. Law relating to Gambling ; Child protection law 8. Rule of law and order
8.	Discussion from different ministries	<ol style="list-style-type: none"> 1. Union Election Commission 2. Civil service department 3. Central Statistical Organization 4. Religious Affairs Department 5. Factories and labor inspection department

		6. labor directives department 7. Social service department 8. Health department 9. Municipal department 10. Forestry department 11. Herbal medicine department 12. Pension department 13. Agricultural department 14. Myanmar Agricultural Development Bank 15. Education sector 16. Information and public relation department 17. Town and housing development department 18. National archive department 19. Relief and resettlement department 20. Hydrology and meteorology department 21. Immigration and national identification department 22. Budget department 23. Rural development department 24. Land registration department 25. Land measurement department 26. Internal revenue department 27. Co-operatives department
9.	English (Four skills)	1. Reading 2. Writing 3. Listening 4. Speaking
10.	General subjects	1. Building a model office 2. Inspection of an office 3. Reform strategy

		4. Lectures from resource persons
11.	ICT development	<ol style="list-style-type: none"> 1. ICT policies 2. Globalization 3. e-Government concept, Internet & e-mail
12.	National Defense and Security	<ol style="list-style-type: none"> 1. Functions of the GAD in time of natural disaster and emergencies 2. Functions of the GAD in state emergency 3. Prevention of transnational crimes 4. International cooperation for fight against illicit drugs 5. Prevention of human trafficking 6. Fight against money laundering 7. Myanmar Police Force's preparation for auxiliary national defense force 8. Basic concept on people's war
13.	Workshops	<ol style="list-style-type: none"> 1. Building a model office 2. Full-scale collection of taxes 3. Budget drafting for State/Region government
14.	Reserve time	<ul style="list-style-type: none"> • Opening/Closing ceremonies • Individual/ group discussions/ writing papers • Study times

Source; Institute of Development Administration